

Message Text

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OES-03 SR-02 ORM-01 HEW-02 DIWY-01 /070 W

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TO SECSTATE WASHDC PRIORITY 3429

INFO USMISSION USUN NEW YORK

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C O N F I D E N T I A L SECTION 1 OF 2 CAIRO 3932

MONTREAL FOR ICAO, PARIS FOR UNESCO, ROME FOR FODAG, VIENNA FOR UNIDO

E.O. 11652: GDS

TAGS: UNDP EAID

SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: STATE 64907; CAIRO A-17, MAR 12, 1974; CAIRO A-9, FEB 25 1974
(NOTAL)

1. SUMMARY: UNDP PLAYS A LEADERSHIP ROLE IN COORDINATING ASSISTANCE PROGRAMS IN EGYPT. THE TRIPARTITE AND ANNUAL REVIEW SYSTEMS ARE USED EFFECTIVELY. EMBASSY/AID OFFICERS CONSULT REGULARLY WITH UNDP STAFF. UNDP AND UN AGENCIES COOPERATION WITH HOST COUNTRY IS GOOD. EFFORTS BY UNDP TO COORDINATE TECHNICAL ASSISTANCE PROGJECTS IS REASONABLY EFFECTIVE, BUT THERE ARE SOME PROBLEMS. THERE ARE ALSO DIFFICULTIES IN OBTAIN HOUSING AND SETTING SALARIES AND ALLOWANCE DUE TO POOR EGYPTIAN STATISTICS. A LIMITED PROJECT APPRAISAL OF UN ASSISTANCE PROGRAMS HAS BEEN CONDUCTED AND SEVERAL PARTICULARLY EFFECTIVE AND SOME NOTABLY
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POOR PROJECTS HAVE BEEN IDENTIFIED. THE UN ASSISTANCE PROGRAM

IS DOING MODERATELY WELL; UN STAFFERS POINT WITH PRIDE TO A 90 0/0 IMPLEMENTATION RATE. IN THE FINAL ANALYSIS, HOST COUNTRY OFFICIALS APPEAR TO BE SATISFIED WITH THE UN PERFORMANCE. END SUMMARY.

2. DESPITE FACT EMBASSY/AID MISSION ACTIVITY IS STILL IN INITIAL STAGES AFTER RESUMPTION OF DIPLOMATIC RELATIONS LAST YEAR, THERE HAVE BEEN FRANK AND FRUITFUL EXCHANGES WITH UNDP RES REP AND HIS STAFF AS WELL AS WITH HEADS OF VARIOUS UN AGENCIES. FOLLOWING OBSERVATIONS KEYED TO TOPICS IN STATE 64907.

3. ROLE OF UNDP IN DEVELOPMENT SYSTEMS. UNDP PLAYS LEADERSHIP ROLE IN COORDINATING UN DEVELOPMENT ACTIVITIES IN EGYPT. IT OFFICIATES OVER TRIPARTITE REVIEW AND ORGANIZES ANNUAL REVIEW. UN RES REP HAS EXCELLENT ACCESS TO HOST COUNTRY OFFICIALS INCLUDING RECENTLY REPLACED PRIME MINISTER HEGAZY. CABINET CHANGES COULD AFFECT THIS SITUATION, HOWEVER. COOPERATION WITH EGYPTIANS AT FIELD LEVEL HAS ALSO BEEN GOOD, BUT MUCH DEPENDS ON EGYPTIAN CO-MANAGER OF PROJECT. UNICEF ACTIVITIES ARE COORDINATED WITH UNDP AND UNICEF PARTICIPATES IN TRIPARTITE REVIEW. PROBLEMS STILL EXIST IN COORDINATION WITH IBRD.

4. COORDINATION OF ALL EXTERNAL ASSISTANCE. UNDP HAS MADE SERIOUS EFFORT TO KEEP ABREAST OF ALL TECH ASST ACTIVITIES IN EGYPT. HOWEVER, THIS IS EASIER IN THEORY THAN PRACTICE, GIVEN EGYPTIAN SCENE. EVEN GOE HAS DIFFICULTY SORTING OUT PROJECTS CARRIED ON BY DONOR NATIONS. NEVERTHELESS, THERE IS GOODWILL AND READINESS ON ALL SIDES TO WORK WITH UNDP. GOE HAS ESTABLISHED SUPREME COUNCIL FOR TECH ASST IN MINISTRY FOREIGN AFFAIRS (MFA). COUNCIL HAS TWO COMMITTEES BOTH CHAIRED BY MFA UNDERSECRETARY, ONE IN ECONOMIC FIELD, OTHER IN SCIENTIFIC/CULTURAL AREA. UN RES REP MEETS WITH MFA UNDERSECRETARY BIWEEKLY, BUT MAINTAINS CONTACT WITH AMBASSADORIAL LEVEL SECTION CHIEFS IN MFA HANDLING TECH ASST MORE FREQUENTLY.

5. ROLE OF UNDP RES REP VIS-A-VIS UN SYSTEM. RES REP MEETS WITH UN AGENCY HEADS BIMONTHLY. IN ADDITION TO BEING TECH ASST COORDINATOR, HE ALSO IS DISASTER RELIEF COORDINATOR. HE DOES NOT HANDLE REFUGEE MATTERS WHICH ARE PURVIEW OF UNHCR REP IN CAIRO. UN UNDP RES REP DOES NOT ENVISAGE BROADER
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ROLE FOR HIMSELF IN LOCAL UN AFFAIRS AND NEITHER HE, NOR EMBASSY, SUGGEST POLICY OR ORGANIZATIONAL CHANGES IN THIS REGARD.

6. COUNTRY PROGRAM REVIEWS. REVIEW SYSTEM IS WORKING WELL. THERE IS ADEQUATE PREPARATORY WORK, DOCUMENTATION IS RELATIVELY EXTENSIVE AND PARTICIPATION ON PART OF HOST COUNTRY OFFICIALS AND UNDP/UN AGENCY REPS EFFECTIVE. B COUNTRY REVIEW IS USEFUL, PARTICULARLY IN BRINGING EGYPTIAN OFFICIALS UP TO DATE ON PROBLEMS.

NEXT REVIEW PLANNED FOR APRIL 27, BUT MAY SLIP IN AFTERMATH OF CABINET CHANGES. DONOR COUNTRY REPS DO NOT PARTICIPATE IN COUNTRY REVIEW AND UNDP RES REP REELS MFA PROBABLY WOULD RESIST SUGGESTION THEY BE INCLUDED. TRIPARTITE REVIEW, HE INDICATED, SERVED THAT PURPOSE.

7. APPRAISAL OF PROPOSED PROJECTS. THERE WAS CONSULTATION WITH UNDP ON A RANGE OF PROJECTS OVER YEAR WITH A VIEW TO ESTABLISHING FRAMEWORK FOR ASSESSING PROJECT PROPOSALS. EXAMINATION WAS CONDUCTED OF SPECIFIC AREAS OF CONCENTRATION. PARTICULAR FOCUS WAS LAID ON WHETHER UNDP PROJECTS WERE RESPONSIVE TO BASIC REQUIREMENTS OF GOE AND WHETHER THEY WERE IN HARMONY WITH US POLICY OBJECTIVES. FOLLOWING KEY AREAS WERE EXAMINED: (A) AGRICULTURAL SECTOR WHICH IS BACKBONE OF GOVERNMENT PROGRAM TO RAISE GENERAL NUTRITIVE LEVEL OF POPULATION AND OFFSET SHORTAGES OF STAPLES; (B) INDUSTRIAL SECTOR WHICH SUFFERS FROM UNDERUTILIZATION OF PLANT CAPACITY, SHORTAGES OF PARTS, AND GENERAL OBSOLESCENCE; (C) TRANSPORTATION SECTOR WHICH IS IMPORTANT TO GEOGRAPHICALLY LARGE COUNTRY WITH POORLY MAINTAINED AND OUTMODED EQUIPMENT; (D) HEALTH SERVICES AREA WHICH IS SO VITAL TO A LARGE AND POORLY FED AND HOUSED POPULATION.

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8. IN AGRICULTURE, EMBOFFS FOUND EMPHASIS WAS PLACED ON PROJECTS WHICH TOOK INTO ACCOUNT ALL-IMPORTANT IRRIGATION AND DRAINAGE FACTORS. CORRECTLY, PROGRAMS SUPPORTED CONSOLIDATION OF CROP ROTATION; MECHANIZATION TO REPLACE ANIMAL POWER; STRENGTHENING OF RURAL AGRICULTURAL INSTITUTIONS AND IN PARTICULAR AGRO-INDUSTRIES ;
DEVELOPMENT OF ADDITIONAL FERTILIZER RESOURCES; PESTICIDE DISTRIBUTION; AND IMPROVEMENT OF ANIMAL HEALTH FACILITIES. WHILE THERE HAVE BEEN SOME DELAYS IN OBTAINING PROJECT MANAGERS FOR PROGRAMS IN AGRICULTURAL SECTOR, BY AND LARGE UNDP EFFORT HAS BEEN APPROPRIATE AND ON TARGET.

9. IN INDUSTRIAL SECTOR UNDP HAS ENDEAVORED WITH MODERATE SUCCESS TO MEET NEEDS IN METALLURGICAL INDUSTRIES THROUGH DEVELOPMENT OF CENTRAL METALLURGICAL RESEARCH INSTITUTE AND PROGRAM OF PLANE MAINTENANCE IN METAL-PRODUCING PLANTS. IT IS ALSO FOCUSING ON ALL-IMPORTANT TEXTILE INDUSTRY WITH ESTABLISHMENT OF TWO INSTITUTES - ONE IN QUALITY CONTROL AND OTHER IN FABRIC DEVELOPMENT. PROJECT PROPOSALS IN THIS AREA EMBOFFS BELIEVE ARE PARTICULARLY USEFUL.
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FURTHER WORK COULD BE DONE IN AREAS WHICH IDENTIFY REQUIREMENTS TO REFURBISH IDLE INDUSTRIES AND MODERNIZE EXISTING PLANTS.

10. IN TRANSPORTATION SECTOR THERE IS REQUIREMENT FOR DOVE-TAILING TRAINING OF PERSONNEL WITH EQUIPMENT NOW BEING PROCURED BY GOE IN OUT YEARS AND FOR PROVISION OF EXPERTS TO IDENTIFY SHORT-RANGE BASIC TRANSPORTATION NEEDS. FURTHER, UNDP PROJECT MANAGEMENT IN THIS AREA COULD BE STRENGTHENED AND CONSEQUENTLY NEW PROPOSALS MUST BE VIEWED IN THIS LIGHT.

11. IN HEALTH SECTOR, DESPITE GREAT NEED, LIMITED RESOURCES OF UNDP HAVE RESTRICTED ACTIVITY. FURTHER PROGRAMMING SHOULD EXAMINE REQUIREMENTS FOR ADDITIONAL PROJECTS IN HEALTH SERVICES AREA.

12. IT SHOULD BE BORNE IN MIND THAT, ALTHOUGH EMBOFFS CARRIED OUT DISCUSSIONS ON RANGE OF PROJECTS WITH UNDP OVER YEAR, INCLUDING WORLD FOOD PROGRAMS PROJECT FOR DEVELOPMENT AND SETTLEMENT OF NEWLY RECLAIMED LAND, ABSENCE OF AID MISSION HANDICAPPED TO SOME EXTENT FURTHER IN-DEPTH ACTIVITY. ARRIVAL AT END OF YEAR OF AID MISSION DIRECTOR AND SUBSEQUENT ASSIGNMENT OF 4 MEMBERS OF HIS STAFF WILL ASSIST CONSIDERABLY IN EMBASSY'S ABILITY TO CONDUCT APPRAISAL OF UNDP PROGRAMS. STEPS HAVE BEEN TAKEN TO HOLD REGULAR MEETINGS, ALTERNATING BETWEEN EMBASSY AND UNDP HEADQUARTERS.

13. PROJECT IMPLEMENTATION. EMBASSY AID OFFICERS REVIEWED

VARIOUS PROJECTS WITH UNDP STAFF TO IDENTIFY PARTICULARLY EFFECTIVE AND NOTABLY POOR PROJECTS. AMONG BEST PROJECTS WERE TEXTILE QUALITY CONTROL CENTER IN ALEXANDRIA; ENGINEERING AND INDUSTRIAL DESIGN CENTER IN CAIRO; AND SUGAR PRODUCTION AND BREEDING PROJECT. AMONG POORER ONES WERE INSTITUTE FOR SMALL SCALE INDUSTRIES IN CAIRO AND RAILWAY TRAINING CENTER LOCATED IN RURAL AREA NORTH OF CAIRO. PROBLEMS CONFRONTING PROJECTS ARE ENCOUNTERED WHENEVER CONSTRUCTION IS ENVISAGED. HOUSING OF EXPERTS, LACK OF EGYPTIAN STATISTICS ON WHICH TO BASE SALARIES AND ALLOWANCES ALSO POSE DIFFICULTIES.

14. PROJECT EVALUATION. WORKING PAPER PREPARED FOR COUNTRY REVIEWS IS AN EXCELLENT AND COMPREHENSIVE DOCUMENT. EMBOFFS HAVE REVIEWED MARCH 74 PAPER AND AWAIT 1975 PAPER, WHICH SHOULD BE COMPLETED WITHIN TWO WEEKS.

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15. WOMEN IN DEVELOPMENT. WOMEN ARE PLAYING A LIMITED ROLE IN DEVELOPMENT PROJECTS. THEY HAVE BEEN ACTIVE IN HEALTH SERVICES AREA. TWO EGYPTIAN WOMEN ENGINEERS WORKING WITH UNDP PROJECTS DURING PAST YEAR HAVE ALSO RENDERED NOTEWORTHY SERVICES. UNDP STAFF IS CONSCIOUS OF NEED TO EXPAND USE OF WOMEN IN THEIR PROJECTS, BEING MADE PARTICULARLY CONSCIOUS OF THIS BY FEMALE MINISTER OF SOCIAL WELFARE DR. AISHA RATEB. UNDP/GOE/DONOR NATIONS/EMBASSY ALL AGREE EGYPTIAN WOMEN HAVE MUCH TO CONTRIBUTE AND WILL BE DOING SO MORE AND MORE IN FUTURE. ALTHOUGH THERE IS CONSIDERABLE ROOM FOR IMPROVEMENT, EGYPT RANKS REASONABLY WELL AS A MEMBER NATION IN PROVIDING OPPORTUNITIES FOR WOMEN.

16. CONCLUDING COMMENT. EGYPT HAS BEEN ON WAR FOOTING IN ONE WAY OR OTHER FOR 36 YEARS. IT HAS LARGE UNDEREMPLOYED POPULATION, POORLY FED AND POORLY HOUSED. A VAST ILL-ORGANIZED BUREAUCRACY ATTEMPTS IN HAPHAZARD FASHION TO DEAL WITH A BURGEONING COMPLEX OF PROBLEMS. GIVEN THIS SETTING, ANY ORGANIZATION ENDEAVORING TO IMPLEMENT AND COORDINATE ASSISTANCE PROJECTS CANNOT HELP BUT ENCOUNTER DIFFICULTIES. DESPITE THIS UN PROGRAMS HAVE MOVED ALONG REASONABLY WELL. UN OFFICIALS ARE PROUD OF A "90 PERCENT IMPLEMENTATION RATE" FOR THEIR PROJECTS. WHILE ONE MAY QUESTION HOW ACCURATE ONE CAN BE ON SUCH MATTERS, FACT REMAINS JOB IS BEING DONE AND TO EVIDENT SATISFACTION OF HOST COUNTRY - WHICH IS IMPORTANT ELEMENT IN FINAL ANALYSIS.

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